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RULSJGA/COMDT COGARD WASHINGTON DC
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RUEHAST/USOFFICE ALMATY 5538
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UNCLAS SECTION 01 OF 09 ASHGABAT 001087

SIPDIS

DEPT FOR ISN/ECC JHARTSHORN, LSPRINGER, and JFRIEDMAN
SCA/CEN FOR JGORKOWSKI
SCA/RA FOR JMCCELLAN
DHS/CBP BMCCRAY
DHS/ICE FOR AMEFFERD
DOE/NNSA FOR JNOBLE, AND BPENTOLA
DOC/BIS FOR DCREED
USCG FOR SHABTEMICHAEL
AMEMBASSY BERLIN FOR CBP ATTACHE
AMEMBASSY MOSCOW FOR ICE ATTACHE

E.O. 12958: N/A

TAGS: [ETTC](#) [MNUC](#) [PARM](#) [PREL](#) [KSTC](#) [KNNP](#) [KG](#)

SUBJECT: EXBS: TURKMENISTAN EXBS ADVISOR MONTHLY REPORTING CABLE
AUGUST, 2009

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1A. BROAD ITEMS OF INTEREST TO ADVISORS AND AGENCY MANAGERS: EXBS continues to support the Department of Energy's (DOE) Second Line of Defense (SLD) Program. EXBS conducted XRF equipment training during August. Advisor continues the process of hiring a second assistant. Challenges with the GoTX continue to hamper efforts to develop the EXBS Program to its fullest. END SUMMARY.

1B. Completed Actions for Reporting Period.

11. Site Assessments and Meetings during this Reporting Period.

a. From 1 - 7 August the EXBS Office supported the Department of Energy (DOE) Second Line of Defense (SLD) Portal Monitor Installation Project with site visits for equipment acceptance at Turkmenabat/Farap, Turkmenbasy, Artyk, Watan, Serakhs, Altyn Asyr, Imamnazar and Serhetabad. Anne Kohnen from PNNL (Pacific Northwest National Laboratories) and AHTNA Project Manager Travis Brown visited Turkmenistan to conduct the testing.

Advisor Note: The initial goal of the PNNL team was to import and utilize the correct radioactive sources (Cobalt-57, Cesium-137, and Californium-252) that would allow full acceptance testing. A dipnote was submitted to the GoTX requesting this and assistance with identifying the appropriate agency to work with on 12 June as a follow-up to dipnotes of January and February. However, EXBS determined that Turkmengasgeophysics (TGG) possessed several alternate sources that were marginally acceptable to PNNL and therefore a contract process was initiated with a diplomatic note on

30 June that was approved by the MFA on 14 July. The TGG sources will not fully test the RPMs, but will indicate problems with construction and installation of monitoring equipment. It was then determined that we would progress in two phases. The first phase would utilize two TGG sources, Californium-252 and Sodium-22 for the initial testing by contracting through the parent agency of TGG, State Concern TurkmenGas, for transport, usage, and personnel. This contract was prepared and submitted to the GoTX on 10 August. On 26 August, we received word that TGG had received and approved the contract and returned it to State Concern TurkmenGas to be signed. We are waiting for it to be returned to us through the MFA. Once we obtain the contract, personnel from DOE and PNNL will return to Turkmenistan to test the portal monitors. The second phase will see us importing the three required sources into the country (Cobalt-57, Cesium-137, and Californium-252) in the correct doses, testing the monitors and turning over the monitors to the GoTX (Border Service). We received word on 27 August that TGG had been asked by the MFA if they possessed the three sources we need for final testing. TGG informed the MFA that they did not. This allows the MFA to grant us permission to import the three sources, it is hoped. TGG also informed the MFA that they did not need the three final sources, which means that after final testing, the three sources will be sent back to the U.S. The goal then is to import the three sources through the pouch, utilize them, and return them via the pouch. End Note.

b. On 13 August, EXBS Advisor and assistant met with Merdan Myradov, Deputy Chairman of the State Customs Service, Vepa Orazlyev, Head of Technical Support Department of Customs, and Hemra Amannazarov, Ministry of Foreign Affairs (MFA) Desk Officer for the U.S. The purpose of the meeting was introductory and to thank Customs for their support of recent training events. During the meeting Merdan Myradov offered to host the advisor on his

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upcoming trip to Turkmenbashi (24 Aug) and show him the new effort at the rail and ship ports. EXBS briefed the First Deputy on the five major areas of the EXBS Program.

Advisor explained the upcoming XRF training. Detailed data had been attached to the dipnote outlining the XRF technology, but there was some indication the First Deputy had not seen it. Myradov asked for manuals to be attached to future dipnotes for training events so that Customs could better pick students. Advisor agreed. Advisor, with the acquiescence of the MFA representative, delivered a Russian-version manual for the XRF later in the day to Myradov.

The Advisor noted future FLETC exchanges and Myradov agreed to support this effort. Myradov stated that maintenance of provided equipment was a priority.

Advisor Note: On 31 August, EXBS submitted a dipnote to the GoTX requesting the operability status of all granted and donated EXBS equipment. End Note.

c. On 17 August, EXBS met with Colonel Ibragim Bekiyev, First Deputy Chief of the State Border Service and Major Gurban Begliyev, Head of International Relations Department. Also in attendance was Hemra Amannazarov, Ministry of Foreign Affairs (MFA) Desk Officer for the U.S. The purpose of the meeting was to discuss coordinating a more efficient process for assisting the Border Service and to discuss the issues surrounding the cancellation of the \$600K border shelter project. The meeting was to be held with the Commander of the Border Service, but he was unavailable.

EXBS Advisor passed along that EXBS would not be able to facilitate a previous request for Maritime Night Radar on the Caspian for the Border Service. Bekiyev unabashedly in front of the MFA asked for other assistance, to include more modern x-ray machines for border posts. In addition Bekiyev asked for VACIS. While discussing the border shelters and work along the Afghan border, Bekiyev mentioned the need for dogs. EXBS asked whether this was for drug dogs or search dogs and Bekiyev said both. He asked for assistance with a dog training facility in Mary, and instructor training for dog-handlers. (Advisor Note: While EXBS does not provide drug-dog training or equipment, EXBS will explore the idea of using dogs on

the borders for searching for smugglers. End Note). EXBS briefed the First Deputy on the five major areas of the EXBS Program.

d. On 18 August, EXBS met with Anne Suotula, Political Officer for OSCE and Paul Neal, border training specialist. The purpose of the meeting was to coordinate assistance and future country plans for EXBS. Suotula has been in her position for over three years. She works closely with UNODC, the Border Service and Customs of Turkmenistan. In April, the OSCE conducted document control training in Turkmenbashi and Dashoguz. (Advisor Note: The crossing points in the vicinity of Dashoguz are: Hodjeyli, Koneurgench and Dashoguz railway POE. End Note.). In June, OSCE conducted pre-cursor training in Ashgabat. Each year, OSCE trains 200 Customs officers in English. In two weeks, OSCE will conduct X-Ray Equipment training at the Ashgabat Airport as a train-the-trainer course for airline employees. They have previously trained Turkmen Customs at the airport. In the future, they will conduct a security assessment of all Turkmen Airports.

The biggest project OSCE is currently working on involves two

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phases. First, beginning last May, OSCE began conducting a three-month program on training eight Afghans and eight Turkmen Customs officials at Imamnazar. The second phase, beginning soon, will be joint Afghan-Turkmen Border Service patrolling and surveillance training on the Afghan border, conducted under contract by a former British Royal Marine, Paul Neal. EXBS has been invited to observe the training.

e. On 18 August, EXBS met with Bahar Attayeva of BOMCA/CADAP (Border Management in Central Asia/Central Asian Drug Action Program). The purpose of the meeting was to coordinate assistance and future planning. Attayeva informed EXBS that Richard Martinez is the Chief Technical Advisor for BOMCA in Turkmenistan, but is based in Tashkent. During his next visit, Attayeva will facilitate a meeting. Alexey Kuvshinnikov is the Regional Manager. Attayeva has been in her position for five years and is very informed on border issues. She is a native Turkmen. Attayeva informed EXBS that beginning next year the CADAP portion of the portfolio will go to a German organization.

Attayeva also invited EXBS to the next donor group coordination meeting, which will be held in September. The donor group is coordinated primarily by Batyr Gyldev of UNODC. EXBS has a meeting with Batyr and Ercan Saka on 2 September.

Attayeva informed EXBS of the ADAM System (Automated Data Management). This system is managed by UNODC under the Paris Pact Initiative to counter traffic and consumption of Afghan opiates, and contains all the donor information for Central Asia. Attayeva sent EXBS the monthly report for July and it proved highly informative. It will be useful in deconflicting support and assistance to Central Asia through EXBS. EXBS Advisor will pass information along to other EXBS Advisors.

Attayeva also informed EXBS of several projects that BOMCA currently is pursuing with the Government of Turkmenistan. First, 3 times a year BOMCA sends Turkmen from the Border Service and Ministry of Internal Affairs to Tashkent for drug-dog handler training. (Advisor Note: Advisor was told Turkmen Customs does not have dogs. End Note.). BOMCA will donate one dog to each agency later this year, and will send two handlers from the Border Service to Tashkent for an extended three-month course in the future. Second, as of 18 August, BOMCA tendered a contract for a \$450K dog training center in Mary. Attayeva said that this amount will not complete the facility. (Advisor Note: This could explain why the First Deputy of the Border Service asked EXBS for assistance with this project. End Note). Attayeva told EXBS that this is a premier goal of Yslamov (Commander of the Border Service). Third, BOMCA recently completed a \$250K refurbishment of the Border Service training facility at Yanbashi, near Nissa. Fourth, BOMCA has recently donated two Rapiscans, one to Ashgabat Airport and one to Turkmenbashi.

Attayeva did advise EXBS that in her opinion, Yslamov is easy to work with. She also said that the State Immigration Service needs

many different kinds of support. EXBS will seek a meeting with them in the future. EXBS has facilitated passport scanning equipment for such agencies in the past in other Central Asian countries.

f. On 19 August EXBS met with Tahyr Seidov, director of the IOM office in Turkmenistan. The purpose of the meeting was to coordinate assistance and future plans. IOM has two current projects ongoing.

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The first is the project Combating Trafficking. The second is National Disaster Preparedness. IOM will be hosting a conference on trafficking in October. Since many of the same techniques and paths are used for smuggling of all kinds, EXBS will attend.

Seidov recommended that donors should focus on training, train-the-trainers, and institutes or academies here. Seidov has been in his post for over three years and is a native Turkmen. In addition, Seidov suggested focusing on international standards in all training. Seidov informed EXBS of the presence of a Law Enforcement Institute in Turkmenistan, possibly under the cabinet of ministers. (Advisor Note: This will be one good partner for the upcoming exchange with the U.S. FLETC Program (Federal Law Enforcement Training Center), scheduled for FY2010. End Note.).

g. From 23 to 26 August, EXBS Advisor and assistant traveled to Turkmenbashi Port on the Caspian Sea (formerly Krasnovodsk). The trip is 570km from the Embassy Compound to Turkmenbashi. Modern hotels are located an additional 15km past the port in Awaza.

The road to Turkmenbashi is typical of the three major cross-Turkmenistan highway systems. There are newly asphalt-paved raised sections that are, however, of dubious quality. The foundation is sand. The heat and weight of the cargo trucks creates deep ruts, marked at their peaks by silver skid-plate and muffler scars. In parts, the ridges are formed perpendicular to the direction of travel creating a washboard effect when passing over them. Advisor has observed vehicles traveling at over 150km/hr hydroplane across these bumps. Occasionally there is the unannounced spine-adjusting drop, rupture or cinder cone which to the observant driver are marked coming and going by up to 50 badly mangled tires per kilometer on the sides of the road and out into the desert. And lest the traveler becomes finally relaxed when the road is smooth, there is the ever-present oblivious camel napping in the road, or a herd of sheep waiting patiently to leap in front of the vehicle just as it approaches.

As it is, the road to Turkmenbashi is fairly good to Arcman (past Baharly) and had a decent stretch for 35km on each side of Balkanabat. There is evidence of new road-building all along the route. Average reasonable speed for planning is 80km/hr.

Advisor Note: Current maps show the road bisecting the Little Balkan Massif just past Bereket. Actually, the road to the west of Bereket bypasses the Little Balkan Massif to the south and then turns north near the town of Gumdag rejoining the old road near Balkanabat.

Just to the west of Bereket a new rail line crosses the road, connecting the city of Gorgan in Iran with Kazakhstan and the city of Uzen. The geo-coordinates of the Iran-Kazakhstan rail crossing with the road to Turkmenbashi is N 39 degrees, 16.654 minutes, E 055 degrees, 29.604 minutes. Advisor was told that the rail line will be operational within weeks. Advisor has a photo of the map on a billboard at the crossing site.

Advisor was told that Turkmenistan is also weeks away from completing a new bridge between Atamyrat and Kerkici (Lebap Province) across the Amu Darya, finally linking Turkmenistan train systems to the Uzbek-Afghan link.

Advisor Note: Turkmenistan will form a rail link between Europe and

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Iran. This will require further research in order to determine if future EXBS assistance would be appropriate for the rail border

crossing sites on these routes, for potential portal monitors, scanning and other WMD-related equipment, and for training.

15km to the east of the port of Turkmenbashy the road rises over a 300m high ridge, where much new road construction is underway. The road then rapidly descends to the coastal towns of Akdas, then Turkmenbashy minor (the second city of that name). After winding through these small villages, the road closes in on the harbor. Just before the road rises up again into a maze of gas pipes along a steep cliff, a second road bifurcates toward the water, marked by a PYGG station, an abandoned police station and a gate. This is the entrance to the ferry terminal and rail port. Travel through the gate, over the tracks twice and you encounter a newer, pre-fabricated metal building with the name of the ferry terminal: Turkmenbashy Deniz Menzili. Passing through the portico, the ticket counter is to the right, the waiting room to the left. Through the waiting room is the entrance to the controlled zone, where the inspection offices of the health units, customs, border service and immigration officers sit. An x-ray machine is centered on the floor of the square room. A body temperature scanner is present. Passage to the ferry is through a door to the right, then across the rail tracks and onto one of two ferry docks. The recently installed but as of yet non-operational Radiation Portal Monitor (RPM) is 40 meters to the northwest of the ferry terminal entrance, outside, on the entry road from the parking area to the ferries. The computer monitor for the RPM is in the office of the Border Service in the inspection area. A large parking area is located in front of the terminal. No trucks were seen to be waiting on any of the three days the EXBS Advisor passed by the terminal. No trucks were seen to load. The bulk of the cargo appears to be rail in nature. Advisor observed 10-12 rail cars loaded onto each of two ferries on 23 August.

Advisor Note: The RPM is strategically placed to inspect all incoming and outgoing trucks. Currently, no system is present for the monitoring of rail traffic, the preponderance of the ferry cargo. A mobile VACIS would be appropriate here, due to the width of the 4 tracks leading to the two ferry docks and volume of traffic.
End Note.

h. On 24 August, the EXBS Advisor was scheduled to meet with the Maritime Border Service Officers in charge of the former Point Jackson Cutter in the port of Turkmenbashy. As is the custom in Turkmenistan, meeting times are given the morning of the meeting. In some cases, although the MFA attempts to schedule meetings, the morning arrives and no meeting is forthcoming. In this case, the morning of the 24th arrived and no meeting occurred. No explanation is given.

The mooring for the Point Jackson is believed to be in the city center port area, within the confines of a Maritime Border Service Post, across from the city hall, sharing mooring with the Presidential Yacht, which the Advisor observed in port.

i. On 25 August, the EXBS Advisor and assistant met with Major Ashyr Allaberenov, who was presented as the Head of the State Border Service Maritime Brigade at the sea port of Turkmenbashy. The location of his office is unknown. The meeting was scheduled by the

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MFA for 0900. From 0900 to 1000 the meeting was conducted while standing in the communal inspection area of the restricted area of the ferry port. The advisor was repeatedly told that others would be joining from throughout the city, but not told if any arrived. (Advisor Note: No tea or coffee was offered, nor were chairs. At first, the advisor attributed this to Ramadan, but numerous pots of tea were observed being shuttled to other offices. End Note). After a short time, the meeting moved to the loading ramp of the ferries, and lasted an additional 30 minutes. During this time, two officers of major rank, identified as border guards, observed the meeting without introduction or comment.

At one point, Allaberenov described how Border Service officers inspected the rail cars (mostly diesel fuel tankers) and truck cargo in the inspection yard area. Advisor asked why Border Service

officers conducted vehicle inspections and was told that they assisted Customs officers with their duties.

EXBS Advisor requested the location and utilization information of previously-donated EXBS equipment in Turkmenbashy. Advisor was told that there was some equipment donated but the border service personnel were not sure what was from EXBS and what was from other international organizations. Advisor inquired as to whether Personal Radiation Monitors - Pagers (PRM), which were previously donated were in use. He was told by Customs and the Border Service that they were in use, but Advisor did not observe any. Allaberenov showed Advisor a Garrett Magnascanner CS5000 in the customs inspection area and was told that it was broken and that the Border Service would appreciate repairs, but they did not know who donated it. No record exists in the office of EXBS donating it.

Advisor Note: On the wall in the Border Service office was a Motorola Base Station unit of the type donated by EXBS throughout Central Asia. Some officers were noted to be carrying hand-held motorolas. Border Service personnel did not know who donated it and there were no markings. End Note.

Later, a Customs Officer, Kakabay Arazkuliyeu, joined the meeting and spoke warmly of the EXBS program and the advisor from two years ago. This officer attended WMD CIT from 15 - 17 December, 2008, and IRIT in El Paso, TX from 7 - 11 May, 2007. He requested Busters and technical training.

j. After concluding the meeting at the ferry port, EXBS Advisor and assistant moved to the rail port for meetings. The rail port area is located 300 meters to the west of the ferry terminal. A gate marks the entrance to the area, just past the yards of several private companies. Allaberenov and the Advisor waited at the gate of the port for an hour while the POC for the meeting, Major Mashty Mashtiyev (Coordinator of the Railway Port) talked on the phone with an unidentified person. Eventually, the advisor was told that the dipnote did not make it to the rail port and therefore there would be no meeting. Allaberenov seemed surprised at this and returned to the ferry terminal, leaving the Advisor and assistant without comment.

k. Advisor then moved on to the Turkmenbashy Airport. The airport is located on the hill over Turkmenbashy at an elevation of 279 feet, at N 40 degrees, 03.48 minutes, E 053 degrees, 00.26 minutes. The meeting was held in a run-down slope-floored room at the back of the terminal with Captain Juma Jumayev, Head of the State Customs

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Service at the airport, Major Muhammet Hudayberenov, Head of the State Border Service at the airport, and Myrat Ovezmyradov, Senior Lieutenant of the State Border Service. The meeting was cordial, seats were provided and tea was offered but declined. Senior Lieutenant Ovezmyradov joined the meeting after 15 minutes and seemed to take over, asking many questions of the Advisor about the EXBS Program, in particular about providing VACIS. (Advisor Note: In his last meeting with the First Deputy of the State Border Service, Bekiyev asked for VACIS. End Note). Discussion at the airport centered on the move to the new, International Airport in 3-4 months. The officers collectively said no needs could be discussed nor was there any reason to tour the present facilities because of the pending move to the new airport and until it was clear what would be installed at the new terminal. The officers had heard of EXBS and EXBS-provided equipment, but could not specifically name anything. They had all heard of PRMs, but none had one. The Advisor was invited to attend the opening of the new airport as a guest of the Customs Office. The officers did state that when the International Airport became operational, cargo would be received and forwarded domestically and internationally.

Advisor Note: Advisor will work with other international organizations to identify key equipment needs at these facilities. End Note.

Advisor Note: Despite earlier meetings with key Ashgabat-based First Deputies of Customs and the Border Service who promised to assist in the visit to the port of Turkmenbashy, no indication of this effort

was present at the ports. Advisor has follow-up meetings scheduled for 17 September in which this issue will be raised. End Note.

12. Training Conducted During Reporting Period.

DOE/NNSA conducted a three-day workshop on X-Ray Fluorescence (XRF) Technology from 19 - 21 August, 2009, in the Grand Turkmen hotel in Ashgabat for 12 Customs Officers.

Advisor Note: The names of the students for XRF training were received 24 hours before training began. In the future, names must be received no later than 14 days before training or training will be postponed.

Advisor Note: Three XRF units were scheduled to be donated at the completion of training, but the units developed a calibration problem during training and had to be sent to the Netherlands for recalibration. They will be returned and granted after recalibration. End Note.

13. Training Programs Pending.

a. The Department of Homeland Security/Customs and Border Protection (DHS/CBP) Air Cargo Interdiction Training (IACIT) postponed from 3 - 7 August until 2 - 6 November is further postponed until early CY2010 due to instructor shortfalls in the DHS/CBP-INA Office.

b. EXBS will conduct training for local Customs officials on Radiation Isotope Identification Devices (RIIDS) and the VaporTracer2 to include the donation of 15 detectors at the completion of training. The RIIDS and VaporTracer2 training schedule for 24 - 28 August, was postponed until later this fall. The RIIDS require calibration, which will require the importation of small

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dose radioactive sources. EXBS is in the process of importing radioactive sources in support of the SLD Program and will build on the success of that importation in order to obtain the calibration sources for the RIIDS.

c. EXBS is facilitating the attendance of one technical export control specialist from the GoTX to attend the Department of Energy International Nonproliferation Export Control Program (INECP) Technical Expert Working Group (TEWG) for export control specialists and technical experts from countries of the Commonwealth of Independent States from 15 - 18 September in Istanbul, Turkey.

d. EXBS is coordinating for eight Turkmen to participate in the DTRA and NATO Science for Peace and Security Program advanced training conference in Bucharest, Romania, 5 - 9 October 2009. The title of this course is "Countering the proliferation of weapons of mass destruction through enhanced border security." The purpose of the course is to enhance the ability of regional border security agencies to combat the proliferation of weapons of mass destruction and the illegal cross-border trafficking of people and material related to international terrorism.

e. Interdict/RADACAD (Interdiction of Materials and Radiation Academy) will be held 28 June - 2 July, 2010 at the DOE/PNNL HAMMER facility in Richland, Washington for 20-24 Turkmen from Customs and the Border Service. RADACAD trains and equips international border enforcement officers to detect, identify, interdict and investigate all aspects of smuggling related to the proliferation and diversion of material, commodities and components associated with the development and deployment of Weapons of Mass Destruction (WMD - Nuclear, Chemical, and Biological weapons and their Missile delivery systems).

f. An exchange between the GoTX and the Federal Law Enforcement Academy (FLETC) is being coordinated by ISN/ECC for FY2010.

14. Equipment Delivered During Reporting Period.

XRF: Delayed.

15. Equipment Status Update.

a. CT-30 kits. EXBS is awaiting the delivery of 4-5 CT-30 Kits from WASHDC. Delivery is expected within FY2009.

¶6. Red Flag Issues. The difficulty in acquiring positive and timely support for many EXBS training programs and projects continues to frustrate efforts at export control and related border security in Turkmenistan. The modular shelter program is the prime example. This project was an integral part of the 2008 and 2009 Program Plans for Turkmenistan. Due to the current lack of desire for EXBS-funded construction, refurbishment and equipment, a reduction of EXBS effort in the future may be required. Also, most requests for participants from agencies other than Customs and the Border Service are ignored. Meetings requested by dipnote are always scheduled the day of the meeting, and 50 percent do not occur.

Efforts are underway by EXBS to coordinate plans closely with other key embassies, international organizations and U.S. agencies to identify key areas of need and opportunity, and in order to avoid duplication of effort as EXBS proceeds with revising the 2009

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Program Plan and completing the draft 2010 Program Plan.

¶7. CONTACT INFORMATION. Barry A. Johnson is the Regional EXBS Advisor for Turkmenistan and Uzbekistan and can be reached at johnsonba8@state.gov, or +993-66-30-85-84. The EXBS Advisor will be in Uzbekistan as part of his regional duties from 2 to 16 September. CABS (Central Asian Border Security Initiative), an EU-coordinated and funded parent organization for BOMCA/CADAP, will hold their annual regional border management conference in Tashkent from 30 September to 1 October. EXBS Advisor will attend.

MILES